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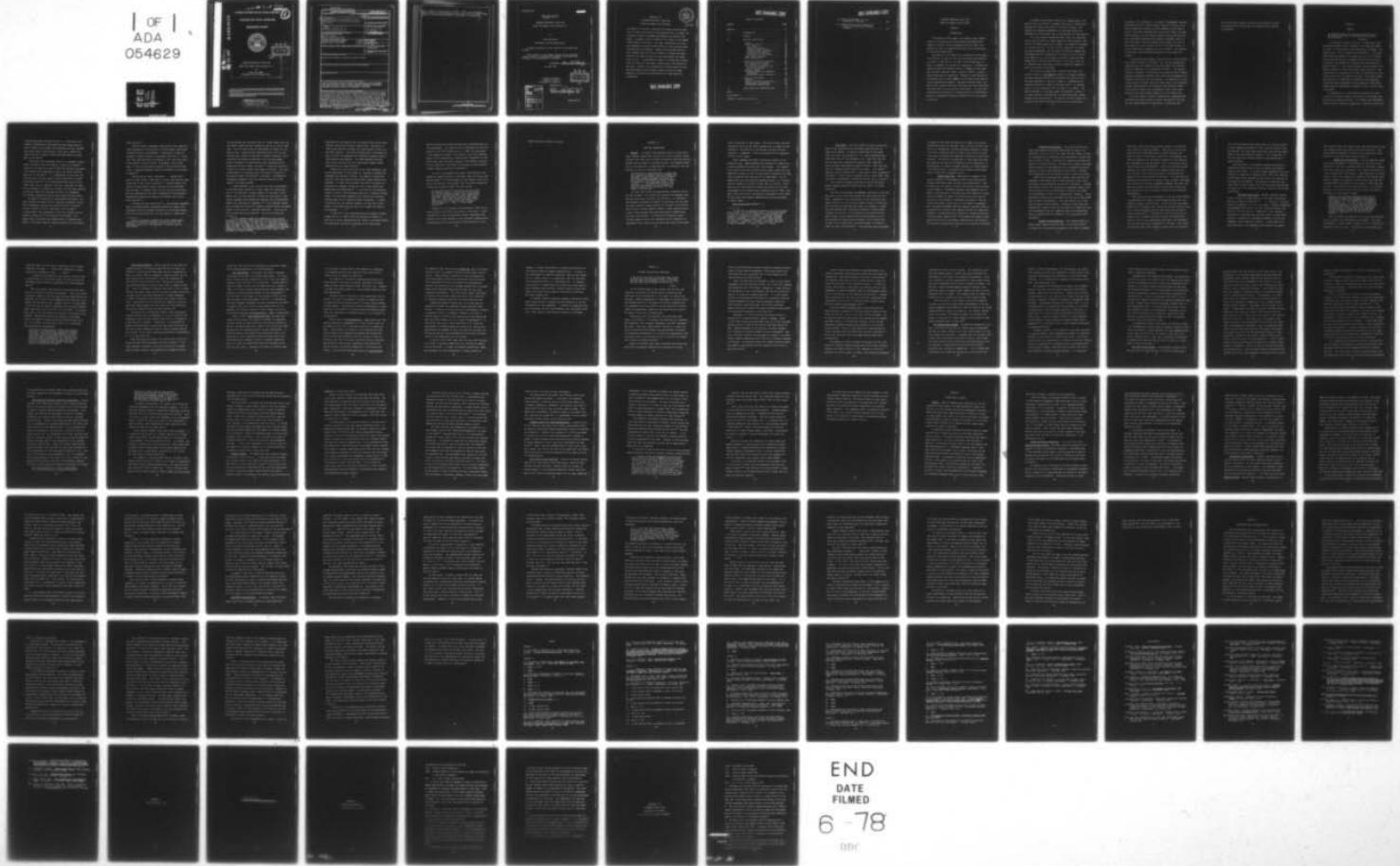
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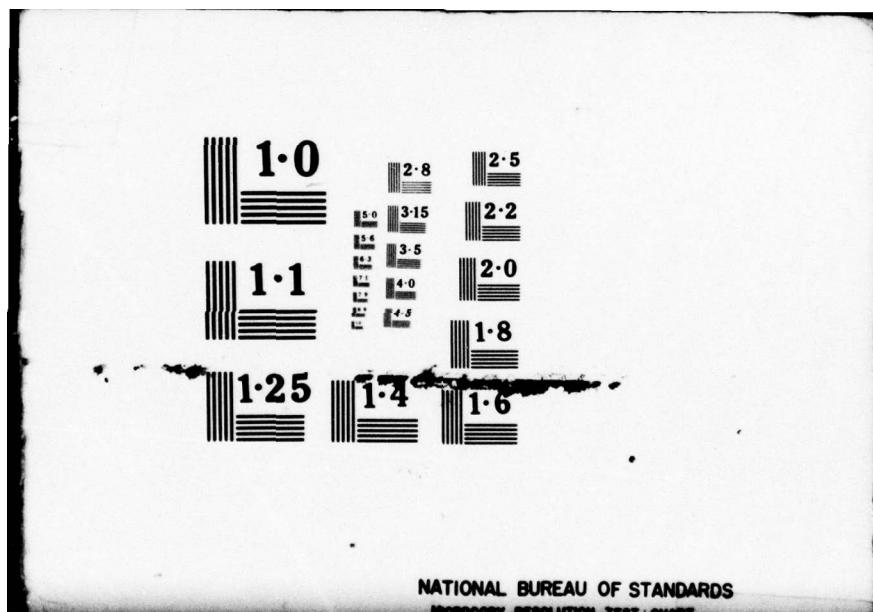
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UNITED STATES NAVAL WAR COLLEGE



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RESEARCH PAPER



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COMMAND OPPORTUNITY AND FLAG
GRADE FOR WOMEN LINE OFFICERS (U)

by

SARA PAT DENBY
Commander, United States Navy

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SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOGUE NUMBER
6. TITLE (and Subtitle) Command Opportunity and Flag Grade for Women Line Officers.		(9) Research paper
7. AUTHOR(s) Denby, Sara Pat / Denby		8. TYPE OF REPORT & PERIOD COVERED
9. PERFORMING ORGANIZATION NAME AND ADDRESS College of Naval Warfare Naval War College Newport, Rhode Island 02840		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
11. CONTROLLING OFFICE NAME AND ADDRESS President, Naval War College Newport, Rhode Island 02840		12. REPORT DATE (11)-19 Jun 72
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		13. NUMBER OF PAGES 88
		15. SECURITY CLASS. (of this report) UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report) Distribution unlimited. Approved for public release.		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) CAREERS; EMPLOYMENT; FEMALES; HUMANS; JOBS; MANAGEMENT; NAVAL PERSONNEL; NAVAL SHORE FACILITIES; NAVY; OFFICER PERSONNEL; PERSONNEL DEVELOPMENT; PERSONNEL MANAGEMENT; PROMOTION (ADVANCEMENT); STRUCTURES		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) An analysis of current trends and attitudes within and outside the Navy which bears on the opportunities for women line officers to serve in command assignments and achieve flag grade. A general review is made of the history of the woman line officer in the Navy. The laws, regulations, policies and management practices which pertain to both men and women line officers are studied. Trends within society and the Navy indicate that the time is right to increase the opportunities for women to serve in more challenging and demanding billets. A comprehensive study is recommended to determine how women can best		

make a professional contribution to the Navy. Further, the screening of eligible women for command assignments and an annual review of eligible women captains to determine qualifications for flag grade are recommended.

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NAVAL WAR COLLEGE
Newport, R. I.

COMMAND OPPORTUNITY AND FLAG
GRADE FOR WOMEN LINE OFFICERS (U)

by

SARA PAT DENBY

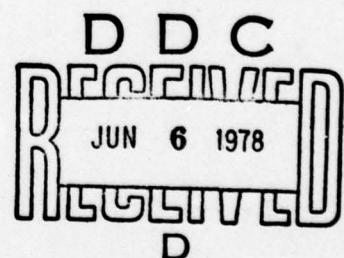
Commander, United States Navy

A Thesis submitted to the Faculty of the Naval War College.

The contents of this paper reflect my own personal views and are not necessarily endorsed by the Naval War College or the Department of the Navy.

signature: Sara Pat Denby

19 June 1972



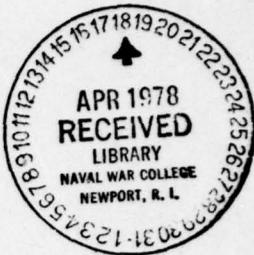
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Abstract of
COMMAND OPPORTUNITY AND FLAG
GRADE FOR WOMEN LINE OFFICERS

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An analysis of current trends and attitudes within and outside the Navy which bears on the opportunities for women line officers to serve in command assignments and achieve flag grade. A general review is made of the history of the woman line officer in the Navy. The laws, regulations, policies and management practices which pertain to both men and women line officers are studied. Trends within society and the Navy indicate that the time is right to increase the opportunities for women to serve in more challenging and demanding billets. A comprehensive study is recommended to determine how women can best make a professional contribution to the Navy. Further, the screening of eligible women for command assignments and an annual review of eligible women captains to determine qualifications for flag grade are recommended.

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COMMAND OPPORTUNITY AND FLAG
GRADE FOR WOMEN LINE OFFICERS

CHAPTER I

INTRODUCTION

The purpose of this paper is to examine laws, regulations, U. S. Navy policies and societal attitudes which support or detract from the opportunities for women line officers to serve as commanding officers and flag officers in the United States Navy.

The scope will be limited to a discussion of the woman line officer. As part of the line of the Navy her position is unique in that she is in a path, the ultimate goal of which is command; the hallmark is leadership. Enlisted personnel provide the technical skills in support of the Navy, and the staff personnel supply logistic support in highly specialized areas of expertise. Therefore, justification of the women's role in these sectors of the Navy may be made on purely professional grounds. Problems related to their sex may be real, identifiable and inhibiting but the skills which they contribute are also easily identifiable. As a skilled electronics technician, or a trained doctor, an individual's degree of competence dictates ultimately his or her success or failure.

The woman line officer's position is unparalleled: the goal of the line officer is command, yet for all intents and purposes the woman line officer is denied this goal. She becomes then somewhat comparable to a college student who completes all the courses, but is not awarded a college degree.

It is the author's contention that, while all women may suffer from a greater or lesser degree of discrimination, the role of the woman executive is unique. Her measure of success is to reach the top. For the civilian executive this means top-level management; for the woman line officer command and the opportunity for promotion to flag rank are the criteria. With regard to sex, while there is no bar to being the best technician or the best staff officer in the Navy, there is no immediate path available by which a woman may become the best line officer in the Navy.

It is for this reason that I consider the woman line officer to be in a sui generis dilemma in the Navy structure, and have therefore decided to concentrate my efforts on her. The above statement in no way is meant to deemphasize the problems faced by all women in the Navy, and it is intended only to set the parameters for the scope of the paper. The board chairman of a consumer goods' manufacturer, quoted in a recent article on the position of women executives, demonstrates this point clearly: "My premise is that a woman conceives of her role to be that of helper to an individual--

as mother, wife, secretary. To succeed in management she must substitute for this limited image of herself a vision of her job as potentially helpful to whole segments of the population."¹ The writer contends that the enlisted woman, or staff corps officer, has less trouble reconciling her position with this traditional concept of the woman as helpmate, which is not only found in the self-image of many women, but also in the vision of a vast majority of men. The woman as boss is not an image easily conjured up in our society. This problem in the Navy is faced almost exclusively by the woman line officer.

In the following chapters, the writer will review briefly the history of women in the Navy. The laws and regulations incorporating the precepts by which the woman line officer's career is governed will be examined in detail. The implications for the woman line officer of the many new and different personnel management concepts which have been developed within the past three years will be explored. An examination of possible courses of career action for women would not be complete without some exposure to the societal attitudes and trends which would influence the circumstances under which these possibilities might become probabilities and actualities.

The last chapter contains a summary and recommendations concerning the best courses of action available to the Navy for the establishment of a convincing, stimulating, and

*fulfilling career pattern for women line officers in order
to insure maximum professional utilization of this source
of personnel.*

CHAPTER II

HISTORY

We review the past, not in order to return to it,
but that we may find in what direction it points
to the future.

Anonymous

In the Spring of 1942, Virginia C. Gildersleeve, Dean of Barnard College, sent a telegram to the heads and deans of women of fifteen women's and coeducational colleges. The message read, "This is urgent and confidential. The United States Navy has asked me to request you to attend a conference at Barnard College on Monday afternoon at two o'clock to consider recommendations regarding the organization of a Women's Reserve." These words heralded the participation of women as members of the United States Naval Reserve.¹ Dean Gildersleeve was appointed by the Navy as Chairman of an Advisory Council for the Women's Reserves of the United States Navy, and, with her committee of prominent women educators, formulated plans preparatory to the passage of legislation authorizing the recruitment of women to serve on active duty in the Navy.

The proposed bill, establishing the position of women as part of the Naval Reserve, provided for ten thousand members with six hundred officers. This number was considerably smaller than the numbers of women who in actuality served the

United States Navy during World War II. The Chief of the Bureau of Aeronautics, when asked how many women could be used in shore billets under his cognizance replied, 32,000.² From these rather austere plans, there grew a Women's Reserve which at its peak in 1945 had 85,000 women on active duty in the Navy.³

On 30 July 1942, President Franklin D. Roosevelt signed Public Law 689 of the 77th Congress, creating the Women's Reserve of the Navy as a part of the Naval Reserve, and women line officers were recruited to serve, not merely with the Navy, but in the Navy.⁴ It is interesting to note that, unlike the Army, the Navy chose from the beginning to include the women as part of the already-established reserve force, rather than create a separate, auxiliary component for women. This philosophy of integration of women into the Naval Service at the very beginning, provided the basis for subsequent legislation, regulations and policies governing Navy women.

The Women's Reserve had a rather modest beginning. The rank structure provided for one lieutenant commander, thirty-five lieutenants, and not more than one third of the total officer strength could be lieutenants, junior grade.⁵ Mildred McAfee, then president of Wellesley College, was selected to become the first Director of the WAVES. On 3 August 1942, Miss McAfee was commissioned a lieutenant commander in the Naval Reserve, thereby becoming the first woman

Naval Officer.⁶

Within a month, midshipman indoctrination for women was being conducted at the Officers' Training School established at Smith College in Northampton, Massachusetts under the command of Captain Herbert W. Underwood, USN (Ret.).⁷ By 30 July 1943, one year after the passage of the law, there were 27,000 WAVES* on active duty.⁸ On November 13th of that year, to rectify what many considered to be an earlier oversight, Lieutenant Commander McAfee was promoted to the grade of captain.⁹

"During the war years, the women . . . proved their worth in many fields -- many more, in fact, than had ever been visualized in the initial planning."¹⁰ Captain McAfee, now Captain Mildred McAfee Horton, received the Distinguished Service Medal in November 1945, for her service to the Navy. She was commended for her part in engendering "the generally recognized acceptance of women as an integral part of the Naval Service".¹¹

Following the end of World War II, the Services requested that the Congress enact legislation permitting women to be integrated into the permanent structure of the United States Navy and the other services. By late Spring of 1948, such a

*Dean Gildersleeve invented the acronym WAVES (Women Accepted for Volunteer Emergency Service) to avoid the inevitable adoption of less desirable nicknames such as sailorettes.

law was passed, and President Harry S. Truman signed into law the Women's Armed Services Integration Act on 12 June of that year. This Act authorized the appointment of women into the regular Navy. Women officers appointed under this new legislation had a specified numerical strength structure, which controlled the numbers authorized in the various grades.

Overall strength for women officers was a function of the authorized enlisted women's strength.¹² Grade ceilings were a function of total regular Navy women's strength. The prescribed number of commanders could not exceed 10 percent of the regular women line officers in the Navy. The number of lieutenant commanders could not exceed 20 percent of the regular line women strength.

A 1958 amendment to the law provided that the Secretary of the Navy might determine a lesser number for each grade, and "if he determines a lesser number for the grade of commander only, he may determine a number for the grade of lieutenant commander that exceeds the computed and the determined numbers for the grade of commander."¹³ This important amendment provided the flexibility needed to promote women in greater numbers to the grade of lieutenant commander -- the point at which career tenure was assured.* The law as written was

*If the computed number for commanders was 30 and the Secretary of the Navy determined that only 20 should serve in the grade of commander, the additional 10 vacancies could be used to promote 10 women to the grade of lieutenant commander, over and above the number of lieutenant commanders authorized under the law. The combined total of commanders and lieutenant commanders could not exceed 30 percent of the regular Navy strength for women officers.

predicated on the premise that the women officer active duty strength would be principally regular Navy. Beginning in 1952, women entering the Navy were commissioned initially in the Naval Reserve. This action substantially diminished the base on which the commander and lieutenant commander authorized numbers were computed. The 1958 amendment provided some relief, and was the first step toward greater career opportunities for women officers.

Despite the relief provided by the 1958 amendment, promotion opportunity to the grades of lieutenant commander and commander was extremely limited. The number of selections were few, and those women selected often waited months to be promoted. In 1966, the one woman line officer selected for promotion to commander waited well over a year before her appointment was authorized.¹⁴ In the words of The Honorable Thomas D. Morris, then Assistant Secretary of Defense for Manpower, "The Navy WAVE component has a particularly serious problem today due to statutory grade limitations. If these limitations are not removed, promotion to the rank of commander in the WAVES over the next 4 or 5 years will have to be suspended . . . ".¹⁵

In 1966 a bill was introduced before the House of Representatives (H. R. 16000) which was designed to remove inequities in career opportunities for women in the armed forces. The legislation was quickly approved by the House Armed

Services Committee but was not acted on by Congress prior to its adjournment. The same bill was reintroduced at the first session of the 90th Congress as H. R. 5894, and was passed in an expeditious manner. The alacrity with which Congress acted on this legislation is particularly noteworthy in view of the fact that many other pieces of legislation, such as a bill to establish a JAG Corps in the Navy, had been pending through numerous sessions of Congress.¹⁶

This bill was designed "to remove restrictions on the careers of female officers in the Army, Navy, Air Force, and Marine Corps".¹⁷ On the occasion of the signing of the bill Public Law 90-130, on 8 November 1967, President Johnson addressed the assembled group with these words:

We have come here this morning to strike a blow for women's rights. At long last we are going to give the dedicated women in our armed forces the equal treatment and the equal opportunity that they should have had from the very beginning . . . Here today in the East Room of the White House we will end the last vestige of discrimination -- I hope -- in our armed forces."¹⁸

Chapter III will examine the provisions of that law as they pertain to the woman line officer in the Navy. Closer examination of this law and other current regulations and policies will reveal whether or not President Johnson's pronouncement concerning the ending of discrimination in the

armed forces was indeed a true one.

CHAPTER III

LAWS AND REGULATIONS

General. In spite of the optimistic note on which President Johnson signed Public Law 90-130, there is rather strong evidence that there was no intent to establish absolute equality between men and women in the armed forces. The prepared statement by the Committee on Armed Services in connection with the hearings on the bill indicated that,

The Committee on Armed Services is aware that there cannot be complete equality between men and women in the matter of military careers. The stern demands of combat, sea duty and other types of assignments directly related to combat are not placed upon women in our society. . . . The Committee believes that women officers should be given equality of promotion opportunity consistent with the needs of the service.¹

The laws which govern the appointment, promotion and attrition of women line officers are distinct and separate from the laws which deal with male line officers. In looking at the community structure for women line officers, we find that the total number of women officers is included in the overall Navy officer strength numbers; however, these figures are not a part of the strength and grade distribution computations for male line officers. In the area of promotion, women officers become eligible for consideration for promotion in accordance with a section of law which sets forth the minimum

time to be served in each grade. This time differs from provisions of law which set forth minimum time in grade for male officers.* The portion of law dealing with male officers presently is suspended. There is no authority for suspension of this law for women.

Other "separate but equal" provisions operate in the promotion area. Women officers are selected for promotion by a board convened exclusively for that purpose. As a general rule, some of the male officers on the women's board are also appointed to serve on the line male board convened at the same time to consider male officers of the same grade. So, although they are constituted as separate boards, it is certain that the selection criteria in many cases is similar. There have been no modifications to these provisions of law since the passage of the Armed Forces Integration Act of 1948. However, other portions of law which are applicable to the women officers have been changed substantially and are discussed in detail below.

Public Law 90-130 (Appendix I).

*10 USC 5752 as amended by Public Law 90-130 provides that a woman line officer must serve the following number of years in grade to be eligible for consideration for promotion: Lieutenant - 4 years, Lieutenant commander - 4 years, commander - 4 years. Minimum times in grade for male line officers as set forth in 10 USC 5751 are as follows: Lieutenant - 4 years, Lieutenant commander - 4 years, commander - 5 years, captain - 3 years.

The Intent. With the signing of Public Law 90-130, many of the restrictions on the career opportunities for women were removed. It should be mentioned at the outset that there was, and perhaps still is, some misunderstanding about what the bill was designed to do. Some felt that the new law would be a panacea and erase all past inequities which had been experienced by women officers. Many felt that the bill insured instant equality for women. This instant equality was not possible nor, in the eyes of some, necessarily desirable. In the view of Lieutenant John H. Wolf, USNR, JAGC, who wrote a comprehensive article on the new law, "It was not . . . the intent of Congress that Public Law 90-130 should effect complete equality between men and women in military careers."²

This view is confirmed by Commander Katherine E. Shilling, USN (Ret.), the officer who drafted the legislation for the Navy. According to her, the wording of the legislation purposely did not tie provisions for women directly to those for male officers as might have been done, for example, if women had been assigned male officers as promotion running mates. Instead, the new law, in the instance of providing for promotion zones, simply stated that the establishment of promotion zones for women would be handled "in the manner prescribed in this section for the establishment of promotion zones for male line officers".³ This provides that the method-

or manner be the same, but does not tie women line officer promotions directly to the male line. By this wording flexibility is maintained, allowing personnel planners to establish viable promotion plans for women line officers without being unduly encumbered by promotion restraints on other communities. The point to be made here is that there was never an intent on the part of the drafters of the legislation, or the Congress, to establish career patterns for women exactly like those for men. The object was to remove restrictions, which is what the law purports to do.

Grade Limitations. Some specific changes in the law as a result of the passage of Public Law 90-130 are extremely significant ones, and bear close examination. Restrictions on the numbers of women line officers who may serve in the grades of lieutenant commander and commander were removed. The Secretary of the Navy was given authority to prescribe the number of women line officers on active duty who may serve in the grades of lieutenant and above.⁴ The provision that women line officers in the grades of commander and lieutenant commander could not exceed a combined total of 30 percent of the active duty regular strength for women was repealed. An opportunity was provided to increase promotions in those grades substantially. With authorized numbers predicated solely on the requirements determined by the Secretary of the Navy, structural ceilings could be virtually eliminated.

Promotion Zone Concept. The new law further provided that promotion zones be established for women line officers.⁵ Prior to this time, women officers became eligible for consideration to promotion after completing a minimum number of years in grade. Selection for promotion was made from among all eligible officers. Officers not selected, continued to be eligible for consideration by all subsequent selection boards, as long as they remained on active duty. Officers not selected were not considered to have failed of selection.

Under the new promotion zone system, women officers not selected in the fiscal year in which they are in the promotion zone, are considered to be failed of selection. Although they remain eligible for selection by subsequent boards, they are considered to be "non-due-course" officers, and suffer the consequences of being in a "passed-over" category. ("Non-due-course" officers are precluded from serving on some boards and in certain assignments.) This provision of law is the same as that for male officers. Despite the fact that this "passed-over" aspect of the law now applies to women officers, the advantages of having a promotion zone with concomitant, orderly consideration for promotion, far outweigh any disadvantages.

Captain Grade Authorized. Most notable among the added career opportunities for women is the authorization for women to be selected and promoted to the rank of captain.

Previously, there was only one path by which a line officer could reach the grade of captain. That was if she were selected to be the Assistant Chief of Naval Personnel for Women (Director of the WAVES); under this circumstance, she would be appointed to the grade of captain for the tenure of her assignment to that position.⁶ (This is referred to as a "while-so-serving" appointment). Public Law 90-130 provided authority for normal selection to captain grade, but left that portion of the law which allows a "while-so-serving" captain to fill the position of Director. This furnishes the Navy with the flexibility to select a WAVE Director from among all officers of the grade lieutenant commander and above, and does not restrict the selection to those women officers who are already serving in the grade of captain under permanent appointments.

The timeliness of this amendment to the law which affords the opportunity for women to reach captain grade within the promotion system is significant. By the time the law became effective on 8 November 1967, there were on active duty a number of women commanders who had reached 25 years of active commissioned service. Since the law requires that male commanders retire mandatorily after 26 years of commissioned service, the time was approaching when women line commanders would be the most senior commanders in the Navy. (The former law provided that women commanders could serve for 30 years.)

Their seniority would have placed them in a position senior to male commanders passed over many times for captain (non-due-course), yet these women would never have had the opportunity to be considered for captain. This irregularity in the law could have created problems of assignment and of career planning.

The Navy acted in an extremely expeditious fashion in implementing that portion of the law authorizing captain promotion for women. All eligible women commanders were considered for promotion to captain by the fiscal year 1968 Selection Board which convened to select male line captains to the grade of rear admiral. The decision to have the Line Flag Selection Board select the first Navy women captains was in keeping with the importance the Navy placed on this relief legislation.

Retirement Provisions. Another important feature of the law was the establishment of retirement regulations similar to those for male officers. The sections of law that called for mandatory retirement for women lieutenant commanders and commanders who reached age 50 or 20 years service, and age 55 or 30 years service, respectively were repealed.⁷ Retirement is now based only on total years of commissioned service -- 20 years for lieutenant commander, 26 years for commander, and 30 years for captain. In some cases, this meant that women line commanders not selected for captain

were forced to leave the Navy earlier than they normally would have expected under the former retirement provision. This was considered necessary in order to bring tenure for women officers in line with that for male officers.

Authority for Flag Grade. The last important aspect of the new legislation is the granting of authority to the Secretary of the Navy to promote women to flag grade. Before this time, there was no authority for a woman line officer to reach a grade higher than captain. Women appointed into staff corps in which they competed for promotion with the men could, however, compete for promotion to flag grade, providing the law authorized flag officers in the corps in which they were serving. The wording of this section of law is of interest because it provides the Navy with considerable latitude in the matter of flag grade for women.

Whenever the Secretary determines that there is a position of sufficient importance and responsibility to require an incumbent in the grade of rear admiral . . . and that there is a woman officer of the Navy . . . who is best qualified to perform the duties of the position, he may designate that woman officer to hold that position. A woman officer so designated may be appointed by the President, by and with the advice and consent of the Senate, to the grade of rear admiral . . .⁸

Thus, the means was supplied by which the Navy could appoint a woman to the flag grade via two paths. "One such circumstance is when a woman is chosen to fill a flag billet otherwise filled by a man. In addition, the Secretary may

determine that a billet, such as Assistant Chief of Naval Personnel for Women . . . being then occupied by a woman, requires an incumbent of flag . . . rank."⁹

A further specification of that section of law is that an appointment to rear admiral under this article would be terminated upon the date of detachment from the designated duty.¹⁰

There are several implications of the flag grade authority for women which should be addressed. First, the "while-so-serving" aspect of the law means that any woman officer so appointed, will revert to her permanent grade when she is detached from the flag billet. Second, there is no requirement in the law that the woman so appointed have any qualification other than being "best qualified" for the duties. This means that there is no restriction on the grade of the woman so appointed. Theoretically she can be serving in any grade. Third, the number of women who may be appointed under this law is unlimited, and conversely, there is no requirement that any woman be so appointed.

There is no minimum quota of women flag officers and hence no guarantee that a woman will attain flag rank. Nor is there any guarantee of consideration for promotion to rear admiral since no selection board is required to be regularly convened for such consideration. The overall ceiling on the number of flag officers that each service is allowed has the effect of putting women in competition with men.¹¹

Other Legal Controls. Another section of law which impinges directly on the career opportunities for women line officers is the provision that women may not be assigned to duty in aircraft that are engaged in combat missions, nor to Navy vessels other than hospital ships and transports.¹² The intent of this section of law is obviously to protect women from assignment to duties where there is danger of combat. There is evidence to indicate that there is still strong feeling that women should not be involved in combat activities. As stated by the Assistant Secretary of Defense (Manpower) in 1966 in connection with hearings on the women's legislation: "We believe that the Nation still adheres to the concept that combat support and the direction of our operating forces are responsibilities for male officers."¹³

The portion of law does not, however, take into consideration the fact that in peacetime, or even in a cold war environment, there are many vessels which are not in danger of being involved in combat. In addition, if we consider the concept of deterrence in the nuclear age we may find that our ballistic missile submarine fleet or missile defense systems are as safe, if not safer, than duty assignments in Washington, D. C., or New York City.

Along the same vein, there is no restriction in the law regarding women being designated as Naval aviators.¹⁴ One might conclude, therefore, that while women could be designated as Naval aviators, and assigned to noncombat aircraft

as pilots, they could not be assigned to a destroyer tender which remains homeported in the United States.

Navy Regulations. The second large body of precepts which governs the Navy are the Navy Regulations. The structure of these rulings, authorized by law, offer very specific guidance on how the Navy will be governed. The Navy Regulations in effect at this time are those which were issued in 1948. A revision to these regulations has been proposed, and presently is being staffed through the Navy Department.¹⁵ This revision is the result of many months of effort on the part of Captain David Carmichael, USN (Ret.), coordinating the final proposal throughout the upper echelons of the Navy. It appears that this version of Navy Regulations will be adopted, and therefore comment on this proposal as well as the currently-approved Navy Regulations - 1948 is appropriate.

Article 1383 of Navy Regulations-1948, provides that, "Women officers shall not succeed to command as commanding officers except at those activities the primary function of which is the administration of women." This article has been deleted from the proposed revision to Navy Regulations. It should be noted, that despite this regulation, there is no provision in law or regulation which precludes women from being detailed to command billets by competent authority. This is in fact the method which has been followed by the Navy for many years. Therefore, the effect of Article 1383

is to prevent a woman officer from temporarily succeeding to a command position, thus requiring that a male officer junior to her to assume the position.

The removal of the article discussed above would be a step forward in the move to consider assignment of persons based on their qualifications rather than their sex. However, it would by no means remove all discriminatory facets of the Navy Regulations.

One such area of limitation in Navy Regulations can be found in the use of the phrase "eligible to command at sea" to identify officers who may serve in certain senior command billets ashore. Eligibility to serve as commandant of a naval district is an example of one such command assignment ashore where the importance of shiphandling ability would appear to be negligible.

Article 0836 of Navy Regulations - 1948 states that "the officer detailed as commandant of a naval district shall be an officer of the line in the Navy eligible for command at sea". (This article is retained in the proposed revision). Article 0902 in the proposed Navy Regulations defines the term "eligible for command at sea" to include all male officers of the line of the Navy, excluding officers specially designated for engineering, aeronautical engineering and special duties, and certain categories of limited duty officers. The definition does not address the qualification

to command at sea, but only the eligibility, and by including the word "male" the phrase serves to exclude women line officers. Those officers (restricted in the performance of duty) whose career patterns do not qualify them for general line responsibilities are eliminated from consideration. However, the definition also excludes unrestricted line women whose career patterns should qualify them for just such leadership assignments. The writer asked Captain Carmichael to explain the rationale behind the use of this definition to designate command eligibility for shore-based billets.

Captain Carmichael's answer was his own and does not necessarily reflect the thinking of other cognizant authorities. Primarily his point was this; the category "eligible to command at sea" is a category intended to set apart a certain group of officers from whom detailers may select the best qualified officers to fill a specific assignment.¹⁶ If this be the case (and it would seem that it is, since the requirement is directed toward the eligibility, and not the qualification to command at sea), the addition of women line officers to the pool for consideration should have a minimal effect on the manageability of this group.

It would, on the other hand, have the very real and positive effect of opening competition for a variety of command billets for women. If under the proposed regulations, women are welcomed into the "brotherhood" of those eligible to

command, it seems inconsistent to exclude them arbitrarily from certain types of command responsibility. If there is the requirement for specific expertise, such as that possessed by a Naval aviator or a submariner, then the exclusion of an unskilled officer is a legitimate one. If, however, the exclusion is based solely on a definition which specifically excludes women officers, without regard to qualifications, then the exclusion must be considered an arbitrary and discriminatory one.

In summary, despite President Johnson's optimistic statement, there are still vestiges of discrimination in the administration of Navy personnel. It should be recognized that all differences are not discriminatory; but differences which are in fact based on discrimination should be eliminated.

CHAPTER IV

CURRENT POLICIES AND PRACTICES

If we are to set women to the same tasks as men,
we must teach them the same things. They must
have the same two branches of training for mind
and body and also be taught the art of war . . .

Plato¹

In this chapter some of the current Navy policies and practices in the area of officer career planning are set forth and their applicability to the woman line officer are examined. Before proceeding, it is necessary to review briefly the present profile of the woman line officer community and the management practices which are being employed to provide women with background, education, and opportunities similar to those of their male contemporaries.

There were, as of 30 June 1971, on active duty, 643 women line officers. This number was comprised of 9 captains, 82 commanders, 158 lieutenant commanders, and 394 lieutenants and below. Each year, approximately 150 new U. S. Naval Reserve ensigns are commissioned, and approximately 35 percent of these women subsequently are selected for augmentation into the Regular Navy, and continue to serve on active duty beyond their initial obligated service.²

Women line officers have their own detailing officer and much of her assignment responsibility consists of liaison

with the various Bureau of Naval Personnel placement officers. These officers handle assignments in the areas under their cognizance and are responsible for filling vacancies with appropriately qualified officers.

Women line officers are assigned to shore billets interchangeably with male officers of the line in the 11XX (surface and submarine) and 131X (aviator) categories. Women officers are designated in the 110X category, but are not eligible to qualify in a specific warfare specialty. It is the responsibility of the woman officer detailer to determine from the various placement officers, those assignments ashore for which she has a qualified woman line officer available. Women officers are eligible for shore assignments where specific operational experience is not required.³

Presently all initial training for women officers is conducted at the Women Officers School at Newport, Rhode Island, which trains selected women under an officer candidate concept similar to that of the Officer Candidate School for men. Despite attempts to the contrary, the Naval Academy still remains the exclusive domain of male midshipmen.⁴ However, the NROTC program is being opened to women.⁵ The woman officer program represents one of the truly volunteer programs in the Navy. The selection ratio (the number selected versus the number of applicants) for this program at this time is one out of five.⁶

Women officers are selected for and attend Navy post-graduate education under the same criteria as their male contemporaries. They are selected on the basis of performance and academic background, and no differentiation is made between men and women in the selection process. It should be pointed out, however, that women line officers are at a disadvantage, in that the greatest needs for postgraduate education in the Navy are in the technical disciplines.⁷ Although women applicants for the Navy with technical backgrounds are increasing, there are still relatively small numbers available for technical postgraduate work.⁸

Since the 1969-70 academic year, women officers have been assigned as students in the Naval Warfare course at the Naval War College, as well as at other service colleges. As of this writing women have never been assigned to the Command and Staff course at the Naval War College. Prior to 1969, women could complete courses while assigned to the service college staffs. The U. S. Navy Register of commissioned officers indicates that only three women officers presently on active duty completed service college courses under these circumstances.

The passage of Public Law 90-130 discussed earlier, substantially improved promotion opportunities for women officers. Promotion for women officers is now comparable in terms of promotion flow point (years in grade), and promotion percentage

opportunity to that of male officers. The authority to select and promote women to captain has also influenced the aspirations of the women line community considerably. Under prior authority, the only opportunity to reach captain grade was as the Assistant Chief of Naval Personnel for Women. Now the path is open through regular promotion channels, and women may aspire to captain grade without aspiring to be the Assistant Chief for Women. This change allows for women with proficiency in a variety of areas to reach captain grade.

With this profile of the woman line officer community in mind, let us look at some recent developments in the personnel management field which will have an effect on the career opportunities for women line officers. For further information on the career utilization of women line officers the reader is referred to a recent study on this subject by Lieutenant Commander Beth F. Coye, USN.⁹

The Subspecialty Concept. Although the subspecialty concept in the Navy is not new, its impact upon the management policies of career officers is of such significance as to warrant comment at this point. A subspecialty as originally conceived, was a particular skill area in which a line officer developed expertise and to which he was assigned when he was not employed in operational billets within his warfare specialty (air, surface, or submarine). This included such disciplines as aeronautical engineering, politico/military

affairs, financial management, ship engineering, and others. (The concept has since been expanded to include areas of professional concentration for restricted line and staff corps officers, i.e., transportation management, petroleum procurement, data processing, etc.)

One purpose of the subspecialty program was to augment certain restricted line and staff corps areas with highly-trained, unrestricted line officers. Another was to bridge the gap between the "wet" and the "dry" sides of the Navy and provide a seagoing influence on technical developments within the Navy. The concept has grown to the point that it is now envisioned that all unrestricted line officers will develop a subspecialty, either through education or experience, in which they will receive repeated assignments during their shore tours. Extensive career planning is being conducted at the Bureau of Naval Personnel to develop viable career patterns for line officers which include repeated assignments in subspecialty areas.

Problems inherent in the program are real ones, and must be resolved before a total subspecialty concept is completely accepted by the majority of the officer corps. The greater prestige that one subspecialty is thought to have over another; the career importance of assignments to key non-subspecialty billets ashore (OPNAV, JCS); the relative speed with which some technical knowledge becomes obsolete. All these and

other problems must be resolved before the subspecialty concept is completely workable.

Nonetheless, this concept as envisioned can effectively utilize the woman line officer within the subspecialty system. Selective procurement criteria insure that approximately 80 percent of the women entering the Navy today are qualified for graduate education.¹⁰ This makes women prime candidates for Navy postgraduate education and further assignments to subspecialties. Since at the present time there is no requirement for women line officers to complete operational tours at sea, a woman officer could be assigned repeated tours in her subspecialty area. This would provide the Navy with a most economical return on its education investment, as well as diminish substantially, problems of reduced skill and technical obsolescence which plague the male line officer who must return periodically to sea.

A concentrated effort on how women can best be utilized in the subspecialty program would be needed to establish realistic and attractive career patterns for women subspecialists. In her study on the role of line women in the Navy, Lieutenant Commander Beth F. Coye, USN, recommends an evaluation of subspecialty opportunities for women as part of a larger study on women in the Navy.¹¹

The 1000 Billet Concept. The designator system in the Navy has been for years the tool with which officer detail

officers match the right officer to the right billet. This designator is of necessity supplemented by other codes and designations which further describe the qualifications of the officer and the requirements of the billet, (i.e. sub-specialty, service college, special qualifications and Naval officer billet classification codes). Line officer billets, then, are coded to indicate the type of line officer needed to fill a particular assignment. The designator 1110 indicates the billet should be filled by a surface warfare officer, 1120 indicates a submariner, 1130 a special warfare officer, 1310 an aviator. The anomaly in this system is obvious. In some cases, the need for a qualified Naval aviator might be a valid one, but in many other cases the warfare qualifications of an officer are not relevant to the requirements of the billet. This might occur, for example, when there is an overriding requirement for an officer with automatic data processing experience. Also the grade and experience of the officer may constitute the primary requirement for a specific billet, and any experienced officer, either submariner, aviator, or an officer without warfare qualification, could as easily fill the assignment. In this circumstance the best qualified officer should be assigned without regard to designator. This is in reality the way the system has been operating. There has been extensive cross-detailing between the various line designators into those billets where

specific warfare qualification is not the overriding consideration.

This problem was studied in connection with flag officer billets a number of years ago and the 1000 billet code was developed. Under this concept flag officer billets now carry a 1000 code designator, indicating that no specific warfare competence is required.

Late in 1970 the Chief of Naval Operations expressed interest in the 1000 billet concept, and requested background information from the Chief of Naval Personnel regarding this and other matters of which he should be aware.¹² In his reply to this request, the Chief of Naval Personnel recommended that the 1000 billet concept, which was being expanded to include the coding of captain and commander billets, be continued.¹³ Certain points of the reasoning used in support of this recommendation are of interest. It was stated that the 1000 billet designator would provide a better perspective of actual requirements. By this it appears that the Chief of Naval Personnel believed that subspecialty skills, background and experience are often more meaningful in identifying billet requirements than are warfare specialties.

This deemphasizing of specific warfare qualifications and the emphasis on knowledge in certain professional areas hold many implications for expanded utilization of women officers. It follows that, if talent and proficiency, and not operational skill are to be the overriding considerations

in assignments at the senior grade level, women officers can be highly competitive for assignment to good, top level shore billets.

Modification of Officer and Billet Designators. Closely related to the 1000 billet concept is the recently approved plan to review and identify all officers and officer billets in terms of specific warfare specialty requirements. (Previously the 1100 officer designator included all surface, submarine, and special warfare officers as well as women line officers). Further, the system provides that an officer will be designated as a warfare specialist at the time he becomes qualified in the warfare skill. This eliminates the long-time complaint of the qualified 1100 officer who resented sharing the 1100 designator with flight training drop-outs and "seasick Ensigns" (a term used to describe those officers who cannot qualify for appointment to LTJG because of chronic seasickness). Under the revised system surface warfare officers, when qualified as such, are designated as 111X, submariners as 112X, and special warfare as 113X. Aviators will continue to be designated in the 131X category. The ultimate effect of this system will be to remove all warfare qualified officers from the 1100 designator category. The Chief of Naval Personnel explains the concept as follows:

The 110X designator will be for unrestricted line officers who have no warfare designation

which will include officers who have not yet qualified, but are in training for the warfare qualifications, women line officers, and direct procurement officers, such as nuclear power instructors, U. S. Naval Academy instructors, and ADP specialists.¹⁴

If properly implemented, this system could furnish an excellent management tool for personnel managers. All billets not requiring specific operational background, would be available to be filled by the best qualified officer. (This is similar to flag, captain and commander billets designated 1000). Flexibility would be allowed in the assignment of women officers, since theoretically there would be a wide range of billets at all grade levels.

Such a system, however, does lend itself to abuses. If a specified requirement for a warfare specialist is indeed a hard requirement, and not merely based on a criteria of "nice-to-have", then the system has merit. If, however, the parochial interests of the various warfare groups cause them to code billets without regard to the actual need for operational skill, women may be ineligible to fill billets for which they are highly qualified.

For example, it may be decided that all billets in the surface warfare section of OPNAV will be coded for incumbents qualified to serve aboard surface ships. The possibility of this occurring is not a remote one. If this rationale were carried to all other billets in OPNAV, BUPERS and the Systems

Commands, women could find themselves excluded from many challenging billets in which they have served and are presently serving effectively.

There has been in the past, and may continue to be in the future, pressure to code certain shore billets for aviators, others for submariners, and so forth, in order to justify training facilities, accessions, and other budget related items. Under the old system this was justified, since all billets had to be identified within the limited scope of 110X (surface), 112X (submarine), and 131X (air). To divide the shore billets among the communities was a logical procedure and provided support for the numbers of officers needed in each category. Under the expanded system, to follow such procedure would perpetuate a myth, and would only serve to eliminate women from billets that could be key assignments for them. If the billet designator is to reflect a hard requirement for a specific warfare skill, careful monitoring is needed to insure that it does just that.

Wet/Dry Concept. The debate over the "wet/dry" concept in the Navy is not a new one. It has arisen over the years for various reasons, with always the same conclusion -- the Navy mission is best served by a corps of line officers who have had operational experience at sea, and then comes ashore to serve in the Navy's shore establishment, performing a myriad of tasks in connection with technical and administrative

management of the entire force.

Efforts to solve some of the problems which have given rise to the "wet/dry" debate have been many and varied. The best examples of these have been the creation over the years of various corps within the Navy's restricted line and special duty categories. This occurs whenever circumstances indicate that the unrestricted line community can no longer deal successfully with a specific field of endeavor, and that a group of specialists is needed.

In recent years, the time and talents of the male unrestricted line officer have been spread exceedingly thin. In addition to becoming qualified in a warfare specialty, a male unrestricted line officer must attend postgraduate school, complete a variety of professional education schools and courses, serve in certain key billets ashore which are stepping stones to promotion, complete repeated tours in his subspecialty area, and complete all required sea tours up through a major command. The dilemma is further complicated by the fact that the increasingly complex technology of the Navy dictates that shore tours in technical assignments be lengthened, thereby making it even more difficult for the male unrestricted line subspecialist to complete all other required tours. This pressure for longer shore tours is very real, especially in view of recent Congressional criticism relative to procurement cost overruns and unacceptable weapons systems.

The most recent review of the "wet/dry" concept occurred as recently as the fall of 1970, and a reexamination was conducted of most of the pros and cons of earlier reviews. However, the decision was reached that although the "wet/dry" concept was not entirely acceptable, a career pattern must be developed which would allow officers to enjoy a full Navy career via a shore route, as well as a sea route.¹⁵ The rationale for this decision was, in part, that it is becoming more and more difficult to train good officers to be exceptional commanders at sea and excellent program managers ashore.

The term "wet/dry" was abandoned as not descriptive of the concept, and the term "operational/managerial" was used in its stead.¹⁶ Some problems exist in the "operational/managerial" career system which require constant and vigorous monitoring. The managerial route must be challenging enough to attract top talent, and the unrestricted line community as a whole must be educated to this new concept so that top Navy managers who follow the managerial route do not suffer at promotion time. One advantage of the system as it is outlined, is that officers may pursue a variety of career patterns with various sea/shore assignment mixes.¹⁷ The flexibility of the concept should lend itself to gradual acceptance by the unrestricted line community. The significant aspect of the system is that an officer can have a successful career from the grade of lieutenant commander without the requirement

that he fulfill various sea duty assignments.

The opportunities for women line officers within this system are almost unlimited. In the past, the important career making or breaking tours for male unrestricted line lieutenant commanders, commanders, and captains have been in operational billets at sea, an arena closed to women. With major shore assignments included as rungs on the career ladder, women may be competitive, if assignments in truly career-enhancing billets ashore are not denied to her.

Commands Ashore for Captains/Commanders. Closely allied to the idea outlined above was an almost simultaneous effort to identify significant command assignments ashore for captains and commanders. Based on the "managerial" criteria developed in connection with the "operational/managerial" concept, a number of shore commands were identified which could be equated to major commands at sea or deep draft assignments for captains.¹⁸ Among these are commands many of which could, without a doubt, fall within the 1000 billet identifier, and therefore could provide excellent opportunities for women to serve in commands ashore.

Flag Officer Career Patterns. Analysis of typical career patterns for flag officers has always been a topic of great interest to Naval officers. Whether there is, in fact, a typical pattern is one question frequently raised. More germane to the issue of preparing oneself for top Navy leadership

assignments is the question of whether the typical pattern followed by today's flag officers over a 25 year career is still relevant to the demands which will be placed on the flag officers of the future. The need to deviate from a typical flag pattern, if there be one, was enunciated by the Chief of Naval Operations in August 1970, when he asked the Chief of Naval Personnel to furnish a memorandum discussing various aspects of career patterns for flag officers.¹⁹

The answering memorandum indicated that there was in fact what might be considered a "typical" career pattern for flag officers, but that increasing numbers of flag officers had career patterns which varied from the norm.²⁰ The most conspicuous deviation was in the area of command. In increasing numbers, captains with atypical command patterns are being selected for flag rank. Further, at this writing, there are four flag officers who have had no deep draft or major command assignments.

In speaking of some thirty flag officers who had atypical command patterns, the Chief of Naval Personnel indicated that:

. . . the key staff and management positions they held instead of captain commands and their contribution since achieving flag rank are significant. It is concluded that more officers of this caliber and experience would be a significant attribute to the service. This area [Command at sea Ed.] appears to be the prime element of the 'typical pattern' which may be subject to dissolution . . . Management in the headquarters environment and in systems acquisition could be substituted for command at sea in the career development equation.²¹

Another area was also noted in which flag career patterns differed from the typical one: "An increasing number of flag selectees have procurement source other than the Naval Academy."²²

Other areas which were the subject of comment were those in which similarity of experience prevails. Advanced education is regarded as the norm. Included are both service college and graduate education. Service college education is at this time the more common, but it is expected that increasing numbers of flag officers will hold graduate degrees in the future.²³ "Joint, unified and specified duty was found to be a common career factor. Such duty is considered an essential element of career development for senior officers . . ."²⁴

Again the message here appears to be that greater and greater emphasis is being placed on top leadership assignments ashore. Without diminishing the importance of operational, seagoing assignments, there is current recognition that the Navy needs the know-how of high level managers to run the increasingly more complex Naval establishment.

This point is illustrated further by the gradual shift of flag officer billets into the Washington area over the past few years.²⁵ Flag officers are being detailed in larger numbers close to the decision-making points in DOD, JCS, and other governmental agencies.

The trend that can be deduced from this chapter is that the personnel management aspects of career planning are providing greater scope for individual officers to make contributions in their own spheres of knowledge and skill without suffering the penalties hitherto associated with atypical career patterns. This tendency, which is absolutely essential if the Navy is to realize the full benefits from its personnel, is of particular significance in developing maximum utilization patterns for women officers.

CHAPTER V

TRENDS AND ATTITUDES

General. Earlier chapters have examined the laws and regulations which govern the administration of women line officers, and the current policies and management practices within the Navy which impact upon the utilization of women. In this chapter, the writer will review and explore the trends and attitudes in today's society as reflected in its institutions, which mitigate for or against greater career opportunities for women in the Navy.

In examining current attitudes toward the American woman and her role in today's society, we find that among authorities, there is no genuine consensus regarding what women's place should be. "For every sociologist who believes in equality in the sexes as a goal there is one who supports the neo-traditionalists."¹ Lieutenant Commander Beth F. Coyle, USN, examines this problem in her study, "The Future of the Restricted Unrestricted Line Officer", and on this subject, concludes that: "We appear to be moving into an androgynous period in which women will be paralleling men rather than complementing them. Similarities between men and women will be emphasized rather than their differences." Instead of covering in detail the predispositions and attitudes examined by Lieutenant Commander Coyle, we will look briefly at some

additional evidence in support of her contention.

Since this paper is concerned primarily with the woman in the executive atmosphere, those attitudes relative to the successful incorporation of women in the management/leadership sphere will be explored. A genuine inclination toward admittance, if not acceptance of women in many untried fields is developing -- a woman jockey, a woman motorcycle racer, women plumbers and cab drivers. These areas do present a challenge for a woman, but one might question the universality of the appeal to enter these fields of endeavor at this time in history. What of that territory where women have proved their worth and ability in small numbers in the past, but where there has been no extensive breakthrough -- the professional world.

Women as Business Executives. In an article in the Harvard Business Review, "Are Women Executives People?", the subject of women as professional managers, illustrated many of the attitudes facing women in the business world today.² Numerous old prejudices still exist in connection with working women, and women in the professions do not escape these prejudices.

For example, only 35 percent of the men surveyed in connection with the article, viewed women in management favorably, while in answer to the same question, 82 percent of the women responded in the affirmative. Eighty-two percent of these

same businessmen believed, however, that women can and do make unique and valuable contributions to management . . .".

The underlying causes of the relatively limited masculine acceptance of women in management positions are varied. Some younger men were found to resent married women in management because they considered that it was unnecessary for these women to work and felt that they were, in some way, blocking their (the men's) own advancement. Fifty-one percent of the men felt that women were unfit temperamentally for management, and only nine percent of the males felt comfortable working for women.

It is pointed out further in the article that: "A strongly favorable attitude is expressed more often by men who have been superiors and peers of women managers than by those who have been subordinate to them." In considering the procedures which would have a positive influence on bettering the quality and increasing the quantity of women in management positions, the majority of both men and women who were questioned believed that some type of voluntary effort by business was in order. The greatest number (50 percent of the men and 71 percent of the women) considered two courses of action to be most advantageous. One was to "recognize, accept, encourage, train high-potential women". The second was to "equalize opportunities for all in all phases of employment". Despite this seemingly favorable disposition

toward moving forward, there were still 26 percent of the men, and 4 percent of the women, who favored a laissez-faire attitude, advocating that the process be allowed to evolve naturally.³ From this survey, we can conclude, however, that on the whole, business as an institution has the ability and the inclination to support the women's movement for fair treatment and equal opportunity. This contention is borne out by Dr. Stein in an address to the New York Chapter of the Administrative Management Society. A newspaper account of her address indicated that: "Dr. Stein is generally optimistic about the future of women in management, and noted that companies of all sorts are displaying increasing interest in elevating women to higher positions. Particularly influential are the large firms that receive government subsidies, and must therefore adhere more assiduously to antidiscrimination legislation." Hence, despite many problems which retard the process of women becoming successful managers, Dr. Stein perceives that there is progress.⁴

Educational Institutions. A second institution which has come under recent criticism concerning sexual stereotyping is education. Here the problem has been attacked at the very foundations of the system -- the elementary school. Educational institutions as presently conceived are among the chief obstacles to equality. In a recent article in the Saturday Review, Florence Howe, Professor of Humanities at

State University New York, Old Westbury, New York, sets forth the early steps through which boys and girls progress in the educational system, which prescribe the sex role they will follow through life.⁵ Despite the fact that Professor Howe believes that sex roles are established at home early in a child's life, she presents strong evidence that the school system continually reinforces the image of the female as weaker, less intelligent, possessing less general ability, less creative, and generally inferior to the male.

Traditionally, in books depicting social situations involving children of both sexes, boys are represented almost invariably as engaged in an active way of discovering or creating, while on the other hand girls are portrayed as passive, adjusting to difficulties, learning to face the real world. This stereotyping also is carried into the arithmetic texts where boys are shown making things or earning money, while at the same time, girls are cooking, sewing or spending money. One might believe that revision of the texts to eliminate this sort of imagery would be the solution and, of course, this is an essential part of changing the mental apportion of boys and girls, as well as of men and women. However, an example in Professor Howe's article illustrates how society unconsciously perpetuates these familiar situations:

In one grade school, parents and teachers were encouraged to help overcome this conventional representation by attempting

to interest the girls in scientific toys. When tested, the girls performed equally as well as the boys in demonstrating scientific acumen which virtually had been lacking a year earlier, but to all concerned, boys and girls alike, the ideas of the boys concerning scientific things were valued more highly than the girls.⁶ These socialization principles manifest themselves early in life.

Regarding adult attitudes, a group of clinical psychologists, divided into three matched groups, were asked to select from 122 character traits, those which best described a healthy adult male, a healthy adult female, and a healthy adult person respectively. Each team was given only one adult image to describe without knowledge of what the others were evaluating. Character traits for the healthy adult male and the healthy adult person proved to be identical, while the traits of a healthy adult female were totally divergent. Women thereby were considered erroneously to be less healthy than men.⁷ The point to be made here is that there are still mental attitudes deeply ingrained in our society that consider woman to be as Adam's rib. This feeling, in effect, defies alteration, and is instrumental in shaping social customs and mores which relate to equal opportunity and equal rights for women.

It is encouraging that some educators recognize the synergistic effect that these apparently innocent sex characterizations have on the ultimate destiny men and women obtain

in our society. Corrective action in these areas is being instituted not merely in the early stages of education but also at the college level where there are moves to alter the conventional conceptualization of the woman's role. The importance of this move becomes evident when one considers that, in order to educate youth, one must first educate the educators.

In support of a new educational approach for women, groups have filed charges with the Department of Health, Education and Welfare against a number of universities, charging discrimination in admissions, hiring, promotions and tenure.⁸ Janice Trecker, a free-lance writer, in an article on educating women indicates that plans to remove discrimination against women in the higher education field may be in vain, if discrimination inherent in the curriculum is not abolished. History courses skim over the women's suffrage movement. Psychology courses present Freudian views of women. Literature courses accept without question obsolete theories in modern writings which pertain to women.⁹

There has been some limited progress to correct these problems, as a result of recognition on the part of faculties and pressures from female students. One of the first universities to make attempts at revising traditional curricula was Cornell University. Following a 1969 Conference on Women, a group of faculty members developed a course entitled, "The

Evaluation of the Female Personality".¹⁰ Since that initial experiment, other colleges and universities have taken up the cause. According to Dr. Sheila Tobias, Associate Provost of Wesleyan University in Connecticut, there are now some 650 courses in the women's studies being taught at 500 institutions.¹¹

The whole question of the woman in today's society must be faced by educators for some time to come. The prospect of expeditious change is a dim one. First, because of the vastness of the institution, and second, because the schools tend to go along with society, not to lead it. Hence, a circle develops in which the system educates the child, who in turn joins the system, and educates succeeding generations of children. Typical of any breakthrough in science or technology, the change in education will be brought about by those who are willing to devote time and energy in the interest of bringing about the change. But a glimmer of hope exists in terms of recognition of the problem.

It appears, then, that in both the business world and the educational system, recognition of the problem of granting full partnership to women is rapidly developing; but concerted and concentrated stimuli are necessary before this becomes a reality. We will now look briefly at the one institution which has the greatest power to provide the impetus for this change -- the United States Government.

Government Organizations. In December 1969, The President's Task Force On Women's Rights and Responsibilities

submitted its report under the title "A Matter of Simple Justice". In this report it was stated that "American women are increasingly aware and restive over the denial of equal opportunity, equal responsibility, even equal protection of the law . . . Women do not seek special privileges. They do seek equal rights. They do wish to assume their full responsibilities".¹² The recommendations of the task force were extensive, and included one whereby the President would appoint more women to positions of top responsibility in all branches of the federal government. This admonition was based on the knowledge that "the United States has not capitalized fully on the skills, abilities, and special insights of women, particularly at the leadership level".¹³ The President has a mandate from the task force to take the lead in the drive for equal opportunity for women.

The accusation that women have not been utilized in top leadership positions is borne out by testimony before a House of Representatives Subcommittee studying the problem of discrimination against women. Civil Service statistics revealed that, while 86 percent of the federal employees in grades GS-7 and below were women, they comprised only 13 percent of those personnel in positions GS-8 through 18. This strongly indicates that women in the force are not receiving a proportion of promotions consistent with their numbers.¹⁴

The challenge to correct this disparity in promotion

opportunity has been accepted by the Department of the Navy on behalf of its civilian women employees. A directive issued in August 1971 by the Secretary of the Navy enjoined commanders of all Navy and Marine Corps activities employing civilians "to insure specific and positive efforts are made to locate qualified women" for top level assignments.¹⁵ Specific numerical goals were set forth aimed at increasing the ratio of women in GS-13 to GS-15 grades.¹⁶

The special Subcommittee on Education, of the Committee on Education and Labor, met for seven days to discuss the problems of discrimination against women in the education field and elsewhere. The subcommittee hearings comprise two volumes of testimony, primarily from prominent women from all walks of life. The message which comes through time and again, is that there is still substantial discrimination against women, sometimes subtle, often overt, but never absent for long.¹⁷

We might expect in today's climate that the women who would be asked to serve on a task force, or testify before a congressional subcommittee concerning discrimination against women, most certainly would favor corrective action. In most cases, having been victims of discrimination themselves, they would have a vested interest in such action. This in no way implies any lack of validity in connection with their observations. However, a view of the thoughts and actions

of officials whose interest is professional, rather than personal, may give a broader insight into attitudes within the government.

President Nixon has recognized that some strong, specific advancement must be made toward alleviating the problems of the country's largest minority group -- women. This is evidenced by the appointment of the Task Force on Women's Rights and Responsibilities, discussed earlier. In striving to fulfill the obligation of placing more women in top level, leadership positions, he has in addition, appointed to his White House staff, a woman as his chief recruiter of qualified women to fill top executive posts.¹⁸ In addition, "In April 1971, he set a goal of doubling the number of women in top-level, policy-making positions before the end of calendar year 1971. Not only has that goal been met, it has also been exceeded."¹⁹

Another administration spokesman, somewhat removed from President Nixon, reveals a refreshingly positive attitude toward opening more doors for women executives. The Honorable James E. Johnson, Assistant Secretary of the Navy for Manpower, believes that the battle to end discriminatory practices will be waged for a long time to come, but the issue of equal opportunity can be raised immediately. Without bitterness or rancor, we can call upon people to rally to this cause.²⁰ In a speech before the 1969 Federal Women's

Program Review Seminar, Secretary Johnson, then Commissioner of the United States Civil Service Commission, made this statement.

A . . . need, and one of particular urgency right now, is the need at all salary levels for what we have chosen to call "breakthroughs". These are incidents wherein women employees achieve job objectives which are usually thought of as being reserved for men only. We must increase, greatly increase, the rate of these breakthroughs.²¹

The emphasis on speed, or urgency, is a significant one, because it implies that the evolutionary process which might be more palatable to many, is not sufficient to meet today's demands.

Certainly some members of the legislative side of the house are favoring bigger and better breakthroughs for women. The recent nomination of two women to attend the Naval Academy indicates that at least two of our congressmen are willing to put aside traditionalist views in response to the voice and pressures of the people. Let us not be deceived. These nominations were most assuredly in response to requests from voters within their districts. In an interview with Mr. Frank Cummings, Administrative Assistant to Senator Jacob K. Javits (R-N.Y.), concerning Senator Javits' appointment of Barbara Jo Brimmer to the Naval Academy, the author was told that the nomination was not intended to dictate Navy policy. The justification as stated was that unless there is good reason

to the contrary, a senator must respond to the wishes of his constituency. Since the Naval Academy had expanded its program to include pre-medical students, Senator Javits could see no good reason to exclude a woman appointee.²²

Additionally, many of the skill areas pursued by women in the Navy are taught at the Naval Academy. Senator Javits considered the Naval Academy to be the best institution for training Naval officers, highly skilled and motivated to rise to the top. "But the Academy -- the best training available for the best officers -- is still closed to women officers. That is unfair to women. And it is not in the best interests of the Navy -- the only Service which has no women in flag grade . . . ".²³

Senator Javits is not the only one who finds the fact that the Navy has not appointed a flag officer, inconsistent with the times. Ann Armstrong, Chairman of the Republican National Committee, and a member of the Defense Advisory Committee on Women in the Services, believes that the Navy has been remiss in not appointing a woman to flag grade. It is her belief that if women are barred from top management positions (i.e., flag grade) this will discourage them professionally. Further, she indicated that the mode through which women attain flag grade should not be different from that of the men.²⁴ She stated further that she believes the climate is right for appointment of a woman to flag grade. Her

emphasis on professionalism, and her statement that the mode of promotion should not be different for men and women, suggests that Mrs. Armstrong favors a professional competitive approach to such promotion.

Senator Margaret Chase Smith (R-Me.), among others, supports the view that the time is right for a woman to be promoted to flag grade in the Navy. She considers that we would see a woman flag officer promoted within the year, and she lent her support to such a move.²⁵

The writer believes that the views expressed above are best summarized by Captain L. R. Kojm, USN, Director of Navy Liaison to the United States Senate, who stated during an interview with the writer, that this was the year of the woman. In his words, "The Man of the Year should have been a woman." It is his belief that the national conscience is awakening, and social evolution is taking place. This is the year when men must personally reassess their own position toward women in the Navy. We must strive for equal rights, not equal niceties.²⁶

The above demonstrates that there is real support at all levels of government for women to move ahead in the direction of equal rights, opportunities and full partnership. Whether this is true in top management in the Navy is questionable. The writer's research into current policy and management reviews relating to career development for Naval officers did

not reveal any major efforts to reassess the role of women. It would seem that the Navy has not yet made a commitment to support reevaluation of its women's programs as has occurred in government and industry.

An interview with Captain Robin L. Quigley, USN, Assistant Chief of Naval Personnel for Women, was conducted on 30 January 1972, in an effort to determine what steps were being taken to improve the opportunities for women line officers in the Navy.²⁷ Some of the actions discussed, provided some encouragement; others were not quite so heartening. One encouraging indication was the evidently recent concern of the Chief of Naval Operations that senior women officers be assigned to challenging billets. At his direction a slating conference will be held periodically, to evaluate duty assignments of all women line commanders and captains available for reassignment. This move is based on the desire to obtain the best possible utilization of all Navy resources. Captain Quigley views this as an opening to place well-qualified women officers in top level assignments, such as OPNAV planning billets, which have been virtually closed to women officers in the past.

Legislation is pending, which will revise the law to permit appointment of women officers into the various restricted line categories. Captain Quigley sees this as an opportunity for young women with talents in engineering,

intelligence and public relations fields to pursue careers on an equal basis with male officers. (Under this legislation, men and women would compete for promotion within the restricted line categories.)

Captain Quigley sees a real opportunity for more senior women to serve in command billets. On the less hopeful side, there is still some opposition to the assignment of women captains to key captain's billets. Moreover, Captain Quigley sees the true integration of women in the Navy to be the challenge for the future.

Few will deny that the stage is set for greater and more equitable participation of women in professional settings. At the same time, no one can doubt that there are still many obstacles to overcome before acceptance and assimilation are realized. The outlook in American society is favorable for ending the evolutionary era, and entering the era of rapid breakthroughs in which women are related functionally to meaningful goals. One might ask whether the Navy is preparing to assimilate the changing climate relative to women's role in society with the ultimate goal of true integration of the woman line officer.

To borrow the words of the late Judge Dorothy Kenyon, former Justice of the Municipal Court in New York: "One of the most important precepts of the movement for women's rights is that the aspirations of women are bounded only by

their talents, abilities and potentialities as individual human beings.²⁸ With this desire for contribution it is difficult to believe that the breakthrough is not in sight.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

From the beginning Navy women proved their worth as illustrated by the reputation for efficiency and effective service they gained during World War II. The inclusion of women as part of the regular Navy establishment in 1948 was a manifestation of this proven value. This auspicious beginning precipitated wide-ranging opportunities for challenging careers for women officers which, as evidence indicates, have never reached full fruition. What reasons can explain the rather meager results realized from such a promising start? Without protracted examination of the service records of women officers, it cannot be determined if inadequate performance might be the source, and this possibility cannot be overlooked. But there is little indication that the quality of performance is the problem. The recent increase in the overall authorized strength for women line officers from 500 to 600; the Navy's support of legislation to remove restrictions on careers for women officers; the fact that an increase in annual accession quotas from 150 to 200 for women officers has recently been approved, all demonstrate that the Navy is satisfied with the performance of its women officers.

Two facts should, in any case, be mentioned. The number of women presently serving in the Navy is infinitely smaller

than it was during World War II. Logic tells us, therefore, that fewer male officers today have an opportunity to work with women officers, and therefore fewer have an opportunity to observe their professional performance. Second, there is irrefutable evidence that women officers have stagnated in a relatively limited number of career paths primarily in administrative areas. Continuation of this limited utilization may perpetuate a concept of women officers as less capable, and less interested in pursuing those career directions considered to be more challenging. With the exceptional talent which is being recruited, the question becomes whether or not we are utilizing women in a proper professional manner, and sufficiently challenging them so they will select continued careers in the Navy.

Both psychologically and sociologically the time is right to exploit every avenue through which women may make a professional contribution to the Navy. Well-established institutions -- business, education and government -- are experiencing the tremors of an insurrection, if not a revolution. Many of the heretofore incontrovertible and traditional stereotypes of women are being tested, only to find they do not stand the test. That there is a reluctance to accept the innovations accompanying these changes is relatively unimportant. The important thing is that the traditional influences are less and less successful in suppressing the transformation

which is reshaping our society.

Navy policy is becoming more liberal in its approach to all personnel problems. The new Navy is looking for new solutions to new problems. The question is no longer why, but why not? The implications involving expanded opportunities for women cannot be ignored. In this area the organization has been reactive, rather than proactive, perhaps waiting to see what guidelines might be established by the Department of Defense and what social pressures, if any, might be brought to bear on it.

In considering increased utilization of women, we must ask ourselves these questions. Do we have talented women in the military? Are there sufficient avenues along which women can pursue the intellectual challenge of personally satisfying careers? Are there options available to women through which they may reach top management positions? Are the rewards of successful career accomplishment (promotion, increasingly responsible billets) available to the woman officer? To all of the above, we can answer "yes" in terms of possibility, but we must be less optimistic in terms of probability of opportunity. What can be done to increase that probability?

Recognizing that it is essential for us to start now in our efforts to provide maximum utilization of women officers, the following recommendations are submitted:

One, establish a study group which will examine in depth the career opportunities available to women officers. The entire concept of utilization of women needs to be reexplored, especially in light of the Equal Rights Amendment (ERA). The old concepts of combat and noncombat assignments need to be reexamined and a realistic appraisal be made of which assignments are and are not suitable for women officers. In all other areas, the Navy is reevaluating its policies, concepts, and organization. Effective utilization of womanpower should not be overlooked. Another task of the group would be to establish viable career patterns for women which would provide realistic opportunity for them to serve in command billets and reach flag grade. The thrust of this study group will be to determine how the Navy can best use the womanpower available to it. In the midst of today's economic austerity in the military, the Navy cannot afford the luxury of wasted resources. Like no other resource human talent cannot be expended; it increases with use. The Navy must recognize and utilize all available talent. The contribution made by one group in no way detracts from the contributions made by other groups. The male line officer must recognize that a successful career for a woman line officer in no way diminishes the success he experiences as a career officer.

Two, to increase command opportunity for women, submit the names of all women officers who are eligible by virtue of

rank for command billets to the command screening board for evaluation of their potential for command. It is recognized that some women, because of former career patterns, will have insufficient experience or knowledge for command assignment. However, command screening will determine those women who are qualified for command, and provide an occasion for selection.

Three, in connection with flag opportunity for women, submit the names and records of all women line captains who have served a minimum of three years in grade, to the line flag selection board for consideration for selection to flag grade. (Male officers are eligible for consideration for flag grade at this point in their careers.) The precept of the board would be to advise the Secretary of the Navy concerning the qualifications of the women officers being considered to perform the duties of a flag officer. Whether or not the board recommends that a woman officer be so appointed is, for the moment, immaterial. It is incumbent upon the Navy to provide women the opportunity for consideration. Appendices II and III contain a proposed letter to the Secretary of the Navy, recommending that women be considered, and a proposed letter from the Secretary of the Navy to the Line Flag Selection Board, appointing the board to advise him in the matter of women line flag selectees.

The merits of this recommendation are these: First, the

women would have an opportunity to be considered for flag grade, for the first time. Second, selection, if any, would be based on merit. Third, the mode for considering women officers would be the same as for men. And Fourth, any appointment made would be based on the qualifications of the individual woman, and not be a "token" appointment to placate Congress or the public.

The time is right to move forward and question some of the old concepts and traditions. Today's Navy, particularly in the line category, should be geared toward updating its policies along the lines of readying itself to provide for and accept the cream of our contemporary young women, who are looking for careers with serious intellectual commitments. The Navy must be prepared to offer the incentive and provide the many available women with constructive ideas and ideals, or it will continue to perpetuate the outmoded stereotyped image of the American woman. The doors must be opened -- for interesting, meaningful, careers; for opportunities to serve in command assignments; and for consideration for flag rank. The organization can only benefit from such a course of action.

Providing for and demanding equal standards of performance and opportunity for men and women will not necessarily change attitudes. Implementing the laws and policies available to us may not negate completely, discriminatory practices,

but it is a step in the right direction. If women are to increase their contribution to the Navy, they must be allowed to compete. We cannot wait until every attitude is changed to implement that which is equitable and lawful. Not only will the injustice continue to affect the women in the Navy, but the Navy as an organization will continue to suffer the consequences of reduced efficiency and underutilization of a highly talented source of "peoplepower".

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APPENDIX I

PUBLIC LAW 90 - 130

Public Law 96-36
1972 Paper by Senate

APPENDIX II
PROPOSED MEMORANDUM FOR
THE SECRETARY OF THE NAVY

MEMORANDUM FOR THE SECRETARY OF THE NAVY

Via: Chief of Naval Operations

Subj: Advisory Board to Review Records of Women Line Officers
in the Grade of Captain.

Ref: (a) Title 10 USC, Section 5767

1. In Fiscal Year 1968 the passage of Public Law 90-130 removed restrictions on careers for women officers and provided for promotion to captain and appointment to flag rank. This FY marks the second year in which women captains selected under these new provisions of law will complete three years in grade. It is at this point in the service that male officers become eligible for consideration for promotion to flag rank.

2. Reference (a) provides that the secretary of the Navy may appoint a woman officer to flag rank if there is a billet which involves an equivalent of flag grade and a woman officer is best qualified to hold that position.

3. Only one woman line officer is serving under the provisions of Public Law 90-130 and her equivalent of flag grade is the rank of captain. If it becomes necessary to make an appointment to flag rank, the question of whether or not

line Flag Officer Selection Board to act as an Advisory Board to the Secretary of the Navy for the purpose of advising the Secretary of the Navy on the qualifications for appointment to flag rank of the women captains under consideration.

5. Since these women officers are not eligible for selection to Rear Admiral under other provision of law, no specific number to select will be provided to the boards. Any nominations made by the Board will be in the form of recommendations to the Secretary of the Navy and will not be considered as selections to Flag Grade. Any appointment to flag rank will be contingent upon the determination by the Secretary of the Navy that there is a flag billet for which the woman officer is best qualified under the provision of reference (a).

6. Both the Army and the Air Force have selected women officers for promotion to the rank of general. It is considered that the Navy might be thought naive if, at this opportunity, the claims of eligible women officers are not considered with a due sense and due attention of the needs of the service.

APPENDIX III
PROPOSED LETTER FROM
SECRETARY OF THE NAVY
TO THE CHIEF OF NAVAL PERSONNEL

From: Secretary of the Navy
To: Chief of Naval Personnel
Via: Chief of Naval Operations
Subj: Advisory Board to Review Records of Women Line Officers
in the Grade of Captain.

Ref: (a) Title 10 USC, Section 5767

1. Reference (a) provides that the Secretary of the Navy may, when he determines that there is a position of sufficient importance and responsibility to require an incumbent of the grade of Rear Admiral and if there is a woman officer of the Navy who is best qualified to perform the duties of this position, designate that woman officer to hold that position.

2. The Flag Officer Selection Board convening April 1972 is hereby designated to act as an Advisory Board for the Secretary of the Navy for the purpose of reviewing the records of women line officers in the grade of Captain.

3. The Board shall be presented with the records of all women line captains who complete three or more years in the grade during Fiscal Year 1972. The Board shall review all such records and shall make an evaluation as to the qualifications of each such officer to assume the duties and responsibilities of this grade.

4. The Board shall provide the Secretary of the Navy with its findings and recommendations concerning each officer whose records were reviewed by the Board.